

**COMPILATION OF NARCOTICS LAWS, TREATIES,  
AND EXECUTIVE DOCUMENTS**

**R E P O R T**

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**NATIONAL DRUG ENFORCEMENT POLICY BOARD:  
INTERIM REPORT TO CONGRESS,  
MARCH of 1986;  
PURSUANT TO THE NATIONAL NARCOTICS  
ACT OF 1985**

INTRODUCTION

In response to the growing scope and complexity of America's drug problem, the Federal government in recent years has significantly expanded its enforcement efforts to reduce the supply of illegal drugs in our society. Of the approximately \$1.7 billion authorized for drug abuse functions in Fiscal Year (FY) 1985, over \$1.4 billion was spent on domestic and international supply reduction programs. The number of Drug Enforcement Administration special agents, diversion investigators, intelligence analysts, and chemists has steadily increased since 1982. The Federal Bureau of Investigation has been assigned drug enforcement responsibility as one of its primary missions and has directed over 1,000 agents into drug investigations since 1982; the Internal Revenue Service has doubled its commitment to drug enforcement during the last few years; the U.S. Customs Service and the U.S. Coast Guard have made drug interdiction their first law enforcement priority; and the State Department Bureau of International Narcotics Matters has grown steadily. Additionally, formal interagency programs, such as the Organized Crime Drug Enforcement Task Force Program and the National Narcotics Border Interdiction System, have been created and expanded. This report documents recent progress made by our domestic and international supply reduction programs in combatting drug trafficking.

In its July 1985 Interim Report to Congress, the National Drug Enforcement Policy Board affirmed the President's 1984 National Strategy for Prevention of Drug Abuse and Drug Trafficking, as modified by the Comprehensive Crime Control Act of 1984. The Interim Report stressed four principal drug law enforcement strategies:

1. Identify, investigate, prosecute, and incarcerate the members of drug trafficking organizations. Immobilize their criminal enterprises through seizure of their drugs and forfeiture of their drug-derived assets.

Brazil. In Brazil extensive coca cultivation is a recent phenomenon in the Amazon region while marijuana cultivation is fairly widespread in that country. The government initiated coca eradication operations in 1984, with operational support provided by the United States.

Table IV.2.

COCA ERADICATION  
(hectares)

| Country  | 1982  | 1983  | 1984  | 1985  |
|----------|-------|-------|-------|-------|
| Bolivia  | 0     | 0     | 0     | 30    |
| Colombia | 1,970 | 1,981 | 2,400 | 2,000 |
| Ecuador  | --    | --    | 114   | 464   |
| Peru     | 0     | 703   | 3,134 | 4,823 |

Source: International Narcotics Control Strategy Report, for the years 1982-86.

Opium

Efforts to reduce the amount of opium poppy harvested during 1984-1985 were encouraging, particularly in Asia.

Burma. In Burma 9,551 hectares of opium poppy were eradicated in 1985, the highest annual destruction since 1974. Following completion of testing of aerial eradication techniques in 1984 and expanded tests in 1985, an aerial eradication program is expected to be initiated in 1986. Burma remains the location for most Golden Triangle heroin refining.

Thailand. In Thailand, the government's goal is to eliminate most of the country's opium cultivation in the shortest time possible. Despite a small increase in the area planted during the 1984-85 season, net opium production fell from 40.6 metric tons to 35.7 metric tons. Although eradication was once limited, the government now favors a more sustained and extended military and civilian program to eradicate further production. By the end of 1985, the government of Thailand had eradicated 517 hectares out of 9,654 under cultivation.

Pakistan. Although the government of Pakistan is extending its ban on opium cultivation into additional areas of the Northwest Frontier Province, the country remains both an

important producer of opium and a major processor/exporter of morphine base and refined heroin. Opium cultivation decreased from 1,878 hectares in 1984-85 to 1,562 hectares in 1985-86, partly as a result of a shortage of rainfall.

International donors have agreed to fund Pakistan's new Special Development and Enforcement Plan (SDEP). SDEP will extend the ban on opium cultivation and will be carried out under the auspices of the United Nations Fund for Drug Abuse Control (UNFDAC). Pakistan and UNFDAC signed a project agreement in June 1985 under which \$14.5 million will be spent on a five-year program for the Dir District. Donations since June have brought the total pledged to SDEP to \$23.5 million. Major contributors include the United States, the United Kingdom, the Federal Republic of Germany, Italy, and Canada.

Mexico. In Mexico, opium production is estimated to have increased in both 1984 and 1985 because of eradication program inefficiencies and corruption, although estimates of both cultivation and eradication are imprecise. The estimated net opium production figure of 21 metric tons for 1984 was expanded in 1985 to 21-45 metric tons. Recent agreement with Mexico to initiate a more systematic program to verify eradication and to undertake photographic surveys of opium cultivation beginning in 1986 should soon make more precise data available and improve eradication efforts.

Table IV.3.

OPIMUM ERADICATION  
(hectares)

| <u>Country</u> | <u>1982</u> | <u>1983</u> | <u>1984</u> | <u>1985</u> |
|----------------|-------------|-------------|-------------|-------------|
| Burma          | 4,454       | 3,213       | 4,500       | 9,551       |
| Thailand       | 56          | --          | 175         | 517         |
| Pakistan       | 82          | 210         | 70          | 90          |
| Mexico         | --          | 2,472       | 3,200       | 2,750       |

Source: International Narcotics Control Strategy Report, for the years 1982-86.

### New Aircraft and Surveys

The introduction of the Thrush aircraft with its improved spray boom represents a significant technological improvement in U.S.-supported aerial eradication programs, which heretofore primarily used rotary wing aircraft. Use of the turbo Thrush fixed wing spray aircraft in the eradication programs in Burma, Mexico, Colombia, and elsewhere should improve the effectiveness of aerial eradication in these countries. The Thrush was tested in Burma in 1984 and in Colombia and Mexico in 1985. An aerial eradication program in Burma was initiated in November 1985 with three new Thrush-65's; nine Burmese pilots were trained in the United States and three Bureau of International Narcotics Matters (INM) pilot instructors assisted the program in-country. Aerial spraying of cannabis by the Thrush was carried out in Panama and Belize in late 1985. Two new Thrush-65's will be provided to Burma during 1986. The Thrush eventually may be used for aerial eradication of coca in 1986.

Crop control has been greatly assisted by aerial photographic surveys of drug crops in major source countries. Aerial photography using U.S.-provided equipment and/or technical assistance was conducted in 1984 in Thailand, Burma, Jamaica, Bolivia, and Peru, resulting in improved crop estimates. In 1985 similar surveys were conducted in Peru, Colombia, Jamaica, Pakistan, and Thailand, and agreement was reached on a Mexican survey that began in February 1986. These surveys are designed to meet three objectives: improve crop production estimates, provide tactical maps and monitoring systems to guide better managed crop eradication efforts, and provide data that can guide development assistance programs.

### Enforcement

The Bureau of International Narcotics Matters (INM), DEA, and the U.S. Customs Service have worked closely with law enforcement agencies in key source and transit countries, providing training, supplies, operational and technical support, intelligence exchange, and investigative cooperation. As a result, foreign law enforcement agencies have become more effective in conducting operations which have led to significant seizures of drugs and arrests of traffickers. Still, much remains to be done to transform local enforcement into a significant deterrent to international drug trafficking.

Asia

Thailand. While Thailand remains the major transit country in the Golden Triangle, refining and production of opium into morphine and heroin have been nearly eliminated inside Thai territory. Improved law enforcement, supported by the United States, has resulted in increased arrests and seizures with greater emphasis being placed on the disruption of major trafficking organizations. This is particularly true along the Thai-Burmese border, where the Royal Thai Army has continued operations against the Shan United Army, the main trafficking organization.

Burma. In Burma U.S. assistance has risen above \$5 million annually to support military and police enforcement efforts. This has included funding for the maintenance of aircraft supplied earlier and now used in the military's annual "Mohein" operations against drug caravans, heroin refineries, units of the Shan United Army, the Burmese Communist Party, and other insurgent groups involved in drug trafficking. In FY 1985 the United States provided support to the People's Police Force for the first time under a new project agreement which should improve Burmese enforcement capabilities significantly.

India. The government of India has begun to face the threat posed by increasing transshipments of heroin from Pakistan and Burma and shipments of precursor chemicals to heroin laboratories in the Golden Triangle. The government is moving to institute new drug enforcement policies and programs, and plans to strengthen its drug control laws.

Pakistan. Despite declining opium production, Pakistan remains a major producer of heroin exported to the United States, processed in part from opium smuggled from Afghanistan. Authorities destroyed three significant heroin laboratories in the Khyber Agency of the Northwest Frontier Province in 1984 and six more during the first six months of 1985. Another 27 laboratories were surrendered in the Khyber Agency during 1985.

U.S. assistance to improve Pakistani enforcement capabilities has been channeled to support Joint Narcotics Task Force (JNTF) units made up of local law enforcement agencies, and toward the establishment of new special customs drug enforcement cells in eight principal cities around the country. DEA advisors were assigned to Pakistan in 1985 to work exclusively with the JNTF, the first arrangement of its kind in any country.

The United States reviews bilateral cooperation on drug control regularly with the government of Pakistan through the bilateral Narcotics Working Group, established in 1983 under the U.S.-Pakistan Joint Commission. The Working Group met most recently in Islamabad in November 1985.

Turkey. In Turkey rigorous controls on poppy cultivation and opium production instituted in 1985 continued to be effective, but because of its geography, Turkey remains an important transit country for morphine base and heroin smuggled from the Near East to Europe and the United States. An estimated three to four tons of morphine base and heroin are transported out of the country each year.

Conversion of morphine base and opium gum continues in eastern Turkey, but the amount refined there is unknown. Two heroin laboratories were destroyed in 1984 and four in 1985. The Turkish National Police, the principal drug enforcement agency, now has drug units in all of Turkey's 67 provinces. Its Narcotics Enforcement Division is working intensively to improve training and to better equip its narcotics units, with support from the United States. The Jandarma, which polices remote border areas, is also involved in a program to expand personnel and upgrade equipment and training, again with U.S. assistance.

#### Latin America

Colombia. In Colombia the government assigns drug enforcement a top priority. Colombian forces seized 22 metric tons of cocaine in 1984 and ten metric tons in 1985. The government extradited 12 defendants to the United States and other extradition requests are under review. One American was extradited to Colombia in June. Increased Colombian enforcement efforts resulted in the capture of the notorious Juan Ramon Matta Ballesteros; police continue to hunt for other major traffickers.

In early 1985 the Defense Ministry launched a large, combined-forces sweep of northern drug producing and trafficking areas, targeting traffickers, their properties, boats and aircraft, laboratories, and airstrips. Scores of clandestine airstrips were destroyed by cratering; another 22 airstrips were destroyed in the Amazon area in May. The destruction of cocaine laboratories increased from 275 in 1984 to 725 in 1985. These actions followed a decision in 1984 by the National Council on Dangerous Drugs to ground aircraft suspected of links to drug traffickers, which had resulted in the revocation of 150 operating licenses by the end of that year. All of these efforts add up to an impressive record in improved enforcement by Colombia during 1984-1985. Nevertheless, this improved

and developments of long-term strategic interest; the DEA Monthly Digest of Drug Intelligence, which provides timely information on current drug law enforcement-related developments throughout the world; a weekly all-source report on Colombia that covers important political, economic, and social issues, which would have an effect on DEA personnel or operations; and a weekly report providing interdiction-oriented intelligence in support of multi-agency operations, such as NNBS' Operation Hat Trick II.

DEA's Controlled Substance Analog Report, the first report to describe the synthetic heroin threat, contributed to the emergency control of meperidine and fentanyl analogs. The two reports, Clandestine Laboratory Seizures in the United States and Cocaine Laboratory Seizures in the United States, identified new smuggling and distribution trends for illicit drugs, and new techniques in precursor chemical synthesis. The Domestic Marijuana Trafficking Report published conclusions regarding the extent of domestic marijuana production in more than 30 States, and the Worldwide Cocaine Trafficking Trends report presented an overview of all aspects of the worldwide cocaine situation. The Domestic Cities Report: The Illicit Drug Situation In Metropolitan Areas consolidated drug abuse and distribution intelligence for 20 metropolitan areas in the United States, and the Illicit Drug Situation in the United States and Canada report compared the dimensions of the illegal drug problems in the two countries.

#### Special Field Intelligence Programs

DEA conducted more than 40 collection probes known as Special Field Intelligence Programs (SFIPs) to meet a wide variety of intelligence requirements. Intelligence probes regarding Southeast Asia's opiate production and trafficking resulted in increased anti-drug enforcement by the Burmese, while probes in Iran and Afghanistan led to the identification of major Iranian traffickers and increased DEA's understanding of opium poppy cultivation and heroin laboratory activity in Afghanistan. An SFIP to locate opium poppy and cannabis cultivations in Guatemala prompted the Guatemalan government to launch a manual eradication campaign against both crops. An intelligence probe in the Mediterranean developed trafficking information which led to several large heroin and hashish seizures.

Investigation of the Thai cannabis situation provided the basis for the Thai Government's plan to initiate a cannabis eradication campaign in 1986. An SFIP initiated in Bolivia



identified a new generation of major suppliers of cocaine, while another probe designed to develop telephone toll information on cocaine violators resulted in the arrest of a leading Class I fugitive.

Intelligence probes have provided important information concerning the financial aspects of drug trafficking. For example, a probe of money laundering activities through a prominent Latin American financial center identified couriers and the origin of \$45 million in cash transactions. Three other SFIPs targeted the movement of drug profits and identified couriers and methods used to move drug profits out of the United States. An intelligence probe of the "Hundi" black market money system in Pakistan yielded valuable information about illicit money movement activities throughout much of the Mideast.

#### DEA Interagency Cooperative Efforts

The DEA Intelligence Program emphasizes the exchange of information with enforcement counterparts and cooperating agencies worldwide to provide optimum support for domestic and international drug law enforcement operations. The El Paso Intelligence Center (EPIC) is at the forefront of DEA's interagency efforts. EPIC provides research and response to inquiries (294,805 inquiries in FY-1985), and enters suspect persons, vehicles, aircraft, and vessels into the various Federal look-out systems. DEA assigned an officer full-time to the National Narcotics Border Interdiction System (NNBIS), Washington, D.C. office, provides intelligence personnel and information to special NNBIS operations, and participates in NNBIS coordinating and planning sessions. DEA provided significant amounts of analyzed drug intelligence for use in major intelligence community studies on drug traffic.

A U.S. Customs' analyst is assigned to DEA's Office of Intelligence and has access to all drug related documents. During FY 1985, at least 1,628 documents relating to drug trafficking were requested and provided to Customs. DEA is supplying state of the art communications capabilities in six Latin American countries to improve the exchange of drug-related intelligence for coordinated action by law enforcement authorities.

DEA, along with the Bureau of International Narcotics Matters and the intelligence community, also participates in the Subcommittee on Production, created under the auspices of the